

Janice K. Brewer
Governor



Scott A. Smith
Director

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December 1, 2011

The Honorable Janice K. Brewer
Governor of Arizona
1700 West Washington
Phoenix, Arizona 85007

Dear Governor Brewer:

As Chairman of the Public Safety Communications Advisory Commission (PSCC or Commission), I am pleased to present our 2011 Annual Report pursuant to A.R.S. 41-3542. This annual report covers the activities of the Public Safety Interoperable Communications Office (PSIC Office), the PSCC and the Statewide Interoperability Executive Committee (SIEC), the operational/technical sub-committee of the PSCC.

The PSCC, PSIC Office and SIEC work to ensure that Arizona's public safety personnel, at all levels of government and within non-governmental organizations, have access to quality interoperable communication systems, are adequately trained, and utilize such systems effectively in multi-disciplinary, multi-jurisdictional response. As in New York on 9/11 and many national emergencies since, we have learned as a nation the importance of effective communication between and among disparate public safety agencies and jurisdictions.

In 2011, Arizona made significant progress in advancing public safety communications interoperability. The PSIC Office undertook a major effort to measure Arizona's progress towards meeting the goals outlined in the *National Emergency Communications Plan*¹ (NECP). This statewide assessment of interoperability in Arizona systematically evaluated each county on critical elements necessary for successful demonstration of response-level emergency communications. These assessments will be the basis for targeted efforts in each community in Arizona to advance interoperability. The Commission, the PSIC Office and SIEC also continued their work to advance key strategic initiatives outlined in Arizona's *Statewide Communications Interoperability Plan*² (SCIP).

¹ <http://www.safecomprogram.gov/SAFE/COM/natlemergencycommplan/>

² <http://www.azpsic.gov/SCIP/>

Statewide Assessment of Interoperability in Arizona

Background - The NECP is the Nation's first strategic national plan to improve emergency response communications. The Office of Emergency Communications (OEC) in the U.S. Department of Homeland Security (DHS) developed the NECP in cooperation with federal, State, local and tribal governments, emergency response providers and the private sector. The NECP sets forth three key national goals for improved interoperability, operability, and continuity of communications.

NECP Goal 1 - By 2010, 90 percent of all high risk urban areas designated within the Urban Area Security Initiative (UASI) are able to demonstrate response level emergency communications within one hour for routine events involving multiple jurisdictions and agencies.

NECP Goal One Assessments of the Phoenix and Tucson UASIs were conducted in early 2010 by observation teams with personnel from around the U.S. Lessons learned from these assessments were shared by the UASIs and the PSIC Office with the PSCC on July 20, 2010 and September 21, 2010. In addition, a member of the PSIC Office participated as an observer on half a dozen Goal One assessments in other states, including the July 4th Celebration in Washington D.C. Lessons learned from these assessments were shared with SIEC at its August 17, 2010 meeting and were used to develop an assessment methodology for Arizona for NECP Goal 2.

NECP Goal 2 - By 2011, 75 percent of non-UASI jurisdictions are able to demonstrate response level emergency communications within one hour for routine events involving multiple jurisdictions and agencies.

Approach - All Non-UASI jurisdictions in the U.S. were required to assess NECP Goal Two compliance in 2011. Many jurisdictions in the U.S. chose to let their counties self-assess. Arizona determined to conduct detailed observations and assessments by outside observation teams (similar to the assessment approach of Federal DHS for Goal One). PSCC, PSIC and SIEC felt this approach would provide a more accurate picture of where jurisdictions stand and the challenges they must face and overcome to assure first responders can communicate with one another in multi-jurisdictional, multi-disciplinary response.

Planning & Guidance - The PSIC Office prepared, with input from Arizona Department of Homeland Security (AZDOHS), the *Arizona Approach for Assessing Non-UASI Counties Progress toward Meeting NECP Goal Two Methodology*³. Arizona's Goal Two Methodology was presented to PSCC and approved on July 20, 2010. Arizona submitted its Goal Two Methodology as part of the *2010 SCIP Implementation Report*⁴ to Federal DHS on November 22, 2010. The methodology was approved by Federal DHS. This methodology was implemented throughout Arizona in 2011. PSIC also

³ http://www.azpsic.gov/library/necp/NECP_goal2_arizona_approach_07202010.pdf

⁴ <http://www.azpsic.gov/library/reports/2010/2010 SCIP Implementation Report Arizona FINAL.pdf>

developed *Arizona's NECP Goal Two Performance Assessment Guide*⁵ to help counties prepare for their Goal Two Performance Assessments. This Guide was approved by PSCC on November 16, 2010.

Garnering Stakeholder Support - The PSIC Office invited over 56 individuals with knowledge and experience with National Incident Management System / Incident Command System (NIMS/ICS) and interoperable communications to participate on the Goal Two observation teams. Thirteen observation teams were formed from 24 observer volunteers (19 in-state, 4 out-of-state and 1 federal). Each observation team of 4 to 6 individuals included a PSIC Office project manager, one or two PSIC Office Subject Matter Experts (SME), and two to four additional observers (depending on the size of the event being assessed). The PSIC Office then sponsored an observer training course conducted by Federal OEC to equip these individuals with knowledge of the procedures and processes involved in observing and reporting on Goal Two events.

Working with Local Jurisdictions - A Point of Contact (POC) for each non-UASI county was designated by the county to coordinate local efforts. The PSIC Office worked with these POCs to help counties with pre-planning for events selected for assessment, including submission of technical documentation (as required by the Performance Assessment Guide), instruction on the proper completion of ICS forms and documents for each event, as well as briefings and meetings with local command staff and public safety personnel.

Observations - With the cooperation of County Emergency Managers, assessments of planned events by our multi-jurisdictional observation teams were conducted on the 31 Goal Two elements (set forth by Federal DHS as necessary for demonstration of response-level emergency communications), as follows:

- La Paz County – Best in the Desert Race (February 5th)
- Santa Cruz County– Tubac Festival of the Arts (February 12th)
- Yuma County – Midnight at the Oasis (March 5th)
- Pinal County – Country Thunder (April 10th)
- Greenlee County – Cinco de Mayo DUI Taskforce (May 7th)
- Navajo County – Memorial Weekend Parade (May 28th)
- Coconino County – Motorcycle Rally (June 11th)
- Yavapai County – 4th of July Parade & Fireworks (July 2nd)
- Cochise County – Bisbee Coaster Races (July 4th)
- Graham County – Pioneer Days (July 23rd)
- Mohave County – Bullhead City Regatta (August 13th)
- Gila County – Payson August Doin's Parade and Rodeo (August 20th)
- Apache County – 65th Annual Navajo Nation Fair (September 10th)

⁵ http://www.azpsic.gov/library/necp/NECP_Goal2_Performance_Guide_Approved_11162010.pdf

Feedback & Lessons Learned - NECP Goal Two updates were presented by observers and stakeholders from multiple jurisdictions at six public meetings of the Commission or SIEC:

1. February 15, 2011 (PSCC)
2. February 15, 2011 (SIEC)
3. April 19, 2011 (PSCC)
4. July 19, 2011 (PSCC)
5. August 16, 2011 (SIEC)
6. September 20, 2011 (PSCC)

These updates provided feedback and valuable lessons from completed assessments to the Commission and SIEC and to stakeholders preparing for their own assessments.

Detailed Reporting - The PSIC Office and the observation teams are in the process of creating extensive After Action Reports (AARs) for each county. These reports contain detailed observations and recommendations for improvements to advance interoperability in each area of the State. The PSIC Office also submitted high-level data regarding Arizona's Goal Two observations as required by Federal DHS through its on-line reporting tool on October 31, 2011.

Next Steps - We are grateful to observation team members (and their agencies) for partnering with us and donating their time to help other jurisdictions advance public safety communications.

We are pleased to report that jurisdictions that have received their Goal Two AARs have embraced the recommendations included in the reports. The PSIC Office worked with regional areas (even before assessments were complete) to develop grant requests to address NECP Goal Two gap closure in 2012 and beyond. We have committed to engage with local jurisdictions on developing and implementing Improvement Plans based on assessment report recommendations to significantly move the State forward.

Finally, a statewide summary report of Arizona's NECP Goal Two results will be prepared by the PSIC Office once all the AARs are complete. The report will give stakeholders statewide detailed recommendations regarding moving the State forward in regard to public safety interoperability. The statewide summary report will be distributed to Arizona public safety stakeholders in first quarter 2012.

Advancement of Strategic Initiatives

Over the past year, the Commission, PSIC and SIEC continued to advance key strategic initiatives outlined in Arizona's *Statewide Communications Interoperability Plan* (SCIP). Approved by the PSCC (after stakeholder public comment periods) on April 19, 2011⁶, the updated SCIP serves as a roadmap for public safety officials and documents the strategic initiatives, goals and objectives established to improve public safety interoperable communications statewide. The 12 SCIP strategic initiatives are grouped into 5 categories which align with the U.S. Department of Homeland Security (DHS) Interoperability Continuum:

Governance Initiatives

- Expand & Implement Interoperable Communications Governance Model & Plan
- Develop Regional Communications Governance Structures
- Implement a Strategy for Supporting National Level Goals Applicable to Regional, State, Local, and Tribal Interoperable Communications

Standard Operating Procedure Initiatives

- Establish a Policies, Standards & Procedures (PSP) Framework, and Implement PSPs, Including Standard Operating Procedures, for Statewide Interoperable Communications Solutions

Technology Initiatives

- Enhance and Promote the Arizona Interagency Radio System (AIRS) Interoperable Communications Solution
- Implement, Enhance and Promote Functional Regional Systems in Support of Interoperable Communications
- Upgrade the Statewide Microwave Backbone Infrastructure to Digital Technology
- Implement the State Strategic Technology Reserve (STR)
- Upgrade Operable Communication Systems for State Agencies In Support of Interoperable Communications

Training/Exercise Initiatives

- Develop and Implement Training & Exercise Plans to Address Interoperable Communications
- Develop and Implement a Strategy for Exercises Focused on or Incorporating Interoperable Communications

Usage/Outreach Initiatives

- Create and Implement an Education and Outreach Plan in Support of Interoperable Communications

The enclosed *2011 Advancement of Public Safety Communication Strategic Initiatives* provides information regarding progress on each of these initiatives. Additional detailed information is also available in our annual Joint Legislative Budget Committee (JLBC) report⁷.

⁶ <http://www.azpsic.gov/meetings/2011/apr19/>

⁷ http://www.azpsic.gov/library/reports/2011/JLBC_FY2011_ANNUAL_REPORT_FINAL.pdf

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Financial

The PSIC Office continued to utilize vacancy savings and maximize federal grants to advance interoperable communications in Arizona in the most fiscally responsible manner. The PSIC Office utilized \$416,560 from Federal Homeland Security grants during FY2011 to support achievement of the results outlined in this report. \$740,200 was appropriated from the General Fund for the public safety communications program in FY2011 (reduced from \$803,200). As of June 30, 2011, \$586,655 had been expended or encumbered enabling \$153,545 to be reverted to the General Fund. We are proud of the results that have been achieved for the State from this investment.

Summary

When first responders are unable to talk to one another, lives and property are at risk. We will continue to tirelessly advance public safety communication interoperability efforts for all Arizonans. Thank you for the opportunity to serve the people of Arizona.

Please contact me with any questions.

Sincerely,



Aaron V. Sandeen

Chairman, Public Safety Communications Advisory Commission
State CIO & Deputy Director, ADOA

Enclosure

Cc: Representative Andy Tobin, Speaker of the House
Senator Steve Pierce, President of the Senate
Ken Bennett, Secretary of State
Scott A. Smith, Director, Arizona Department of Administration
Janet Fisher, Acting State Librarian
Lisa Dee Meyerson, Statewide Interoperability Coordinator; PSIC Office

2011 Advancement of Public Safety Communication Strategic Initiatives

Governance (SCIP Initiatives #1-3)

Strong governance is essential to interoperability because it provides a framework for planning, collaboration and implementation between and among multiple disparate communication systems and stakeholders. Governance is a formal system that provides a unified approach to decision-making to reflect shared objectives.

Arizona is a leader in establishing and maintaining interoperable communications governance bodies and plans, which includes:

- A statewide governance body for interoperability (PSCC) established in statute.
- A technical/operational subcommittee (SIEC) operating in support of PSCC.
- A Statewide Interoperability Coordinator (SWIC) (in the PSIC Office) established in statute.
- A strong group of engaged stakeholders who participate in interoperability workgroups (that support development of stakeholder driven policies and programs).
- An updated statewide plan for interoperability (SCIP) that is aligned with the national plan for interoperability: *National Emergency Communications Plan* (NECP).
- A plan for the SWIC office (PSIC Office Plan) in support of these activities.

In 2011, PSIC made significant progress in:

- Advancement of statewide governance structures and planning.
- Advocacy of governance for interoperability at the regional level.

In the area of advancement of statewide governance structures and planning, progress included:

- An annual update to Arizona's SCIP to reflect stronger alignment with the NECP and progress in Arizona's interoperability.
- Development and submission of an annual SCIP Implementation Report for Federal DHS to track Arizona's progress.
- An annual update to the *PSIC Office Plan*⁸ detailing how the office will use its resources in alignment with its statutory framework to advance Arizona's SCIP, including a description of the projects planned under each SCIP strategic initiative.
- Input to the Arizona Division of Emergency Management (ADEM), the Arizona Department of Homeland Security (AZDOHS) and the Federal Emergency Management Agency (FEMA) to assure that their plans for Arizona are in alignment with Arizona's SCIP. These plans include:
 - ADEM's State Emergency Response and Recovery Plan (SERRP);

⁸ http://www.azpsic.gov/plans/FY2012_PSIC_Office_Plan_FINAL_Updated_081611.pdf

- AZDOHS's State Homeland Security Strategy (SHSS); and
- FEMA's Emergency Communications Plan (ECP)

In the area of advocacy of governance at the regional level, workshops were conducted in several counties to assist in the development of Regional Interoperable Communications Plans (RICP) and Tactical Interoperable Communications Plans (TICP). These plans follow a national framework, align with the NECP and the Arizona SCIP, and assist local jurisdictions to evolve governance structures in support of interoperability on the regional level.

Standard Operating Procedures (SOP) (SCIP Initiative #4)

A reliable policies, standards and procedures framework enables stakeholders to implement interoperability projects consistently across the State. The PSIC Office, with the support of the PSCC and SIEC, made solid progress in 2011 on SCIP Initiative #4: Establish a Policies, Standards and Procedures (PSP) Framework, and Implement PSPs, Including SOPs, for Statewide Interoperable Communications Solutions, including development of:

- *Arizona Interoperable Channels Plan*⁹ - establishes requirements for programming of statewide and national interoperable channels into public safety radios and provides guidance on the use of 16 specific channels in each of the VHF, UHF and 700/800 MHz interoperability spectrum.
- *Arizona Interagency Radio System (AIRS) State Plan - Standard Operating Procedures*¹⁰ – documents the policies and procedures for the use of AIRS in the VHF, UHF and 800 MHz bands. AIRS is a suite of full-time, cross-banded mutual aid channels designed to provide basic interoperable communications capability in particular in populated areas of the State.
- *Arizona Communications Unit Training Coordination Procedure*¹¹ – a statewide procedure developed by PSIC (with input from ADEM and SIEC), to support the delivery of communications unit training courses in advancement of Arizona's All-Hazards Communication Unit Leader (COML) recognition program. A COML plans and manages the technical and operational aspects of the communications function during an all-hazards incident or event.

In addition, PSIC developed a policy for the Arizona Department of Public Safety (DPS) (at its request and with SIEC approval), concerning requests for use of AIRS by non-governmental public safety organizations. Further, PSIC made progress in researching national standards and early adopters with the goal of defining an Arizona broadband framework for public safety.

⁹ http://www.azpsic.gov/library/standards/AZ_Interoperable_Channels_Plan.pdf

¹⁰ http://www.azpsic.gov/library/airs/Arizona_AIRS_SOP_10192010.pdf

¹¹ http://www.azpsic.gov/library/standards/AZ_Comms_Unit_Training_Coord_Procedure_FINAL.pdf

PSIC also advanced a new Regional Communications Systems Connections (RCSC) project between DPS and key regional systems in Arizona with the goal of enabling effective emergency communications between and among rapid response teams. Participating regional systems include: Yuma Regional Communications System (YRCS), Regional Wireless Cooperative (RWC), Maricopa County and the TOPAZ Regional Wireless Cooperative (TRWC).

Technology (SCIP Initiatives #5-9)

Arizona is currently pursuing a system-of-systems approach to interoperability, coordinating and encouraging interconnection of operability and interoperability communications assets to one another in order to provide communications between state, regional and local systems. Existing technical assets for interoperability include shared systems, shared channels, gateways, radio caches and other communications technologies.

During 2011, the PSIC Office, ADEM and DPS continued advancing technology related SCIP Initiatives # 5 to 9 as follows:

- Enhance and Promote the AIRS Interoperable Communications Solution (SCIP Initiative #5) – AIRS¹² is a suite of full-time, cross-banded mutual aid channels designed to provide basic interoperable communications capability in particular in populated areas of the State. The initial plan for AIRS sites has been completed; evaluation of possible additional AIRS installations and enhancements will be undertaken as part of the AIRS next generation plan to be developed in 2012. A Radio Frequency Drive Test is planned for December 2011 covering nearly 4000 miles of Arizona highway and tracking all three bands of the AIRS system. Results from this test (enabled through an award of Technical Assistance to the PSIC Office from Federal DHS) will serve as a basis for recommendations in the next generation AIRS plan.
- Implement, Enhance and Promote Functional Regional Systems in Support of Interoperable Communications (SCIP Initiative #6) - Although some robust regional systems exist and other systems are under development, many areas within Arizona do not have access to regional shared systems and operate on individual agency systems making interoperability more challenging. The development of Regional Interoperable Communications Plans (RICP) and Tactical Interoperable Communications Plans (TICP) can support promotion of regional systems. Lack of or inadequate connectivity between systems also hinders interoperability (See RCSC project progress under SOPs above).
- Upgrade the Statewide Microwave Backbone Infrastructure to Digital Technology (DPS) (SCIP Initiative #7) - An upgraded digital backbone is required for AZ to implement modern, standards-based, interoperable radio systems. DPS has completed the upgrade of the Southern microwave loop and is working on an upgrade to the West loop.

¹² <http://www.azpsic.gov/library/airs/>

- Implement the State Strategic Technology Reserve (STR) (ADEM) (SCIP Initiative #8) – A strategic reserve augments day to day assets to support continuity of operations. ADEM has advanced acquisition and deployment of such a reserve.
- Upgrade Operable Communication Systems for State Agencies in Support of Interoperable Communications (SCIP Initiative #9) - Existing land mobile radio systems for AZ State agencies are in the process of being enhanced and will continue to be enhanced over time, subject to availability of funding.
Initiative #9 includes the RICO project which utilizes \$2.2 Million in RICO funds for the advancement of communications interoperability along the southern Arizona border. The project will deploy standards-based P25 communications capabilities at six key transmitter sites, hardware and software upgrades to the YRCS infrastructure, and is supported by DPS' upgraded digital microwave system. The project will provide high-level connectivity for existing and developing communication systems thus increasing interoperability capabilities during multi-jurisdictional, multi-agency response and recovery, and mitigating impacts from critical incidents in the region.
- Additional technology related activities include educating stakeholders on FCC narrowbanding requirements, advancing fire mutual aid licensing and statewide usage, supporting a tri-band radio pilot, and applying for and implementing multiple federal grants and technical assistance awards for Arizona communities to advance interoperability.

Training & Exercise (SCIP Initiative #10-11)

The implementation of effective training and exercise programs is essential for ensuring that technology works as planned and that responders are able to demonstrate effective communication using that technology. Accomplishments during 2011 regarding Training and Exercise initiatives and objectives include:

- Implementation of statewide AIRS Training program, including a DVD, lesson plan and other training materials to promote the use of AIRS frequencies statewide.
- Advancement of COML training and credentialing program consistent with national standards and ADEM requirements, including:
 - Development of the AZ Communications Unit Training Coordination Procedure
 - Development of the Arizona Regional All-Hazards COML Recognition Program
 - Formation of the NIMS-CU Workgroup
 - Assisting AZ COML Instructors in Training to become OEC certified
 - Offering of COML and COMT Courses in multiple jurisdictions in Arizona
- Offering of workshops on Communication Unit Integration into NIMS/ICS to assist incident commanders, communications and operations staff, and public safety

leadership to learn how to effectively integrate Communications Units into the NIMS/ICS structure.

- Obtaining grants and Technical Assistance (TA) for training and exercise coordination, offering of All-Hazards COML and Communications Technician (COMT) training and development of a COML Field Day Exercise to support advancement of COML/COMT skill sets.
- Participating in the following exercises and events:
 - 13 NECP Goal Two Event Assessments
 - NASCAR Support (Maricopa County) – February 21-25, 2011
 - AIRS Usage Exercise (Gila) – March 3, 2011
 - Operation Vital Connection (DEMA/ADEM) Exercise – September 12-15, 2011.

Usage & Outreach (SCIP Initiative #12)

In an effort to advance interoperable communications through shared information and strengthened partnerships among public safety agencies, the PSIC Office, PSCC and SIEC promoted collaboration among members of public safety and service agencies/organizations at all levels of government throughout Arizona. The PSIC Office encouraged consultation with policy makers and practitioners in support of statewide interoperability initiatives, including education regarding applicable Federal and State initiatives, mandates, requirements, guidelines and efforts related to interoperable communications.

The PSCC and SIEC each met five times during the year and in each of these two hour meetings approved interoperability projects and policies, heard updates from regional systems, provided guidance to and received technical advice from SIEC and its workgroups and provided significant feedback to PSIC regarding advancing SCIP initiatives.

PSIC staff regularly attended and presented at numerous functions, including conferences, workshops, expos, taskforces, national, multi-state, State, regional, local and working group meetings. PSIC also conducted in-person meetings, web and telephonic conferences, posted updates to its website and communicated regularly by e-mail to its extensive (650+) interested parties list.

Further, the PSIC Office promoted collaboration among members of public safety and service agencies/organizations by developing the *Statewide Education and Outreach Plan Regarding Public Safety Communications Interoperability*¹³. The Plan highlights outreach methods and messaging, including specific targeted tactics regarding interoperability topics of high priority in 2011:

- NECP Goal Two Performance Assessments, CASM and TICPs
- FCC Narrowbanding Compliance
- Interoperable Channel Usage (National, Regional, AIRS, etc.)

¹³ http://www.azpsic.gov/plans/Education_and_Outreach_Plan_2011_Approved_04192011.pdf